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Lone Star Leader

Arte Limmer/Texas Tech Photo

Lauro Cavazos, president of Texas Tech, is named to replace William J. Bennett. Stories on page 34.

A Town and Gown Reform

Boston University Plan Brings 'Hope' to Chelsea

By Robert Rothman

CHELSEA, MASS.—School officials here, in a dramatic and apparently unprecedented move, are asking Boston University to take over the management of the city's troubled public schools.

By a 5-to-1 vote, the school committee in this blue-collar suburb of Boston voted in July to enlist the private university as an unpaid consultant while lawyers draw up a formal contract.

The proposed 10-year agreement, which is being closely watched by educators across the nation, could go into effect as early as next year if it is approved by the state legislature.

While universities have often collaborated with districts to address specific problems, the arrangement would mark the first time a university was hired to manage an entire school system, according to observers.

Such an extreme step is necessary, sponsors of the plan argue, if the impoverished district is to reverse its flagging educational fortunes. Moreover, they say, Boston University's plans—which call for improvements in curriculum, early-childhood education, and adult learning—could eventually serve as a model for other urban districts.

"This has brought a sense of hope for us, where previously there was none," said Bruce G. Robinson, chairman of the Chelsea School Committee. "We are hopeful that what works here can be taken across the nation."

"If nothing works here, and the under-

Continued on Page 16

Fewer Than Half Of States Join NAEP 'Pre-Test'

But Broader Support Anticipated for 1990

By Robert Rothman

WASHINGTON—Despite what officials here insist is an "extraordinary" growth in support for state-by-state comparisons of student achievement, only about 20 states have agreed to participate in a field test of the first assessment to allow such comparisons.

States had until late last week to decide whether to take part in the field test, which is scheduled to be conducted early next year by the National Assessment of Educational Progress.

Although the participation rate is lower than expected, the number is "quite enough for an adequate pre-test," according to Emerson Elliott, commissioner of the National Center for Education Statistics.

In addition, he and others said, many more states—perhaps as many as 40—are expected to participate in the actual assessment, which will take place in 1990.

That participation rate will demonstrate, observers said last week, the "dramatic change in attitude" that has occurred over the past decade on the issue of state comparisons.

As recently as five years ago, they noted, many educators, fearful of unfair or embarrassing comparisons, considered the idea of comparing achievement across states "heretical."

But since that time, support for the concept has grown as policymakers have turned their attention to educational outcomes, rather than "inputs," noted former Gov. Lamar Alexander of Tennessee, a leading proponent of state-by-state comparisons.

This growth in support, Mr. Alexander said, "is as good a symbol as I can think of of the change in the national education agenda."

Continued on Page 31

Bennett Presents Model Plan For K-8 Curriculum

By Deborah L. Gold

WASHINGTON—Educators had praise last week for a model elementary-school curriculum offered by Secretary of Education William J. Bennett as his last major report before leaving office.

But they said that implementing its rigorous, content-rich design might require more and better training for teachers, improved textbook-adoption policies, and a reordering of the way instructional time is apportioned.

The Secretary's report, *James Madison Elementary School: A Curriculum for American Students*, promotes the early exposure of children to good literature, intensive instruction in the basic subjects, and

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Study Says Government Must Lead In Advancing School Technologies

By Peter West

WASHINGTON—The federal government must take "principal responsibility" for developing educational technologies if precollegiate students are to reap the benefits of technical advances, a report released this week by the Congressional Office of Technology Assessment argues.

Basing its conclusions on two years of field studies conducted in schools and research centers nationwide, "Power On!: New Tools for Teaching and Learning" says that the resources available to states and school districts will offer students only "spotty access" to technology in the foreseeable future.

The scope of the financial and research investment needed to put satellite dishes, computers, television, videocassette recorders, and other devices to work effectively in school classrooms "will be adequately sup

ported only as a national undertaking," according to the report, which was made public at a press conference here.

The 246-page document, commissioned by the House Committee on Education and Labor, cites the "positive and dramatic" results that have occurred in the past when federal research and development funding for education has been focused and consistent. It recommends several possible courses of action to enhance the access to and uses of technology at the precollegiate level. They include:

- The establishment of an independent agency to oversee a decade-long, $10-billion, interagency technology-research effort. The program could be similar in scope to that mounted by the National Aeronautics and Space Administration's "Project Apollo," to land a manned craft on the moon.

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N.E.A. 'Opens Up' Its Political Turf

Brand New Faces for Grand Old Party

By Reagan Walker

NEW ORLEANS—To some, James M. Campbell may seem a walking contradiction in terms.

The Utah teacher is an active member of the National Education Association, serving now as president of his state affiliate.

And, he is an avid Republican.

"It isn't always easy being a Republican and a member of the N.E.A.," Mr. Campbell confessed at an education forum held here as part of the Republican National Convention.

In fact, added one of Mr. Campbell's fellow Utah teachers, Allen Rasmussen, "Republicans seem to think the N.E.A. is a left-wing organization."

But both men—and most of the 40 N.E.A. members who served as delegates here—were adamant in their belief that, if George Bush is to become the "education President" he says he wants to be, he must learn, in Mr. Rasmussen's words, "to work with the nation's largest education union."

And there were signs here—small, but nonetheless historic—that the fence-mending needed for that cooperation may have begun.

The N.E.A. sponsored this year what union officials said was their first official function at a Republican convention, a

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John C. Philips/Chronicle of Higher Education

James M. Campbell, chairman of the Republican Educators Caucus of the National Education Association

Also in the news

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A new survey finds some city superintendents making more than governors, mayors, and other top public figures.

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In the '88 campaign, the national oath is providing a litmus test for patriotism and a gold mine for political rhetoric.

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Saying the system shortchanges property-poor urban districts, an administrative judge holds that it should be scrapped.

IN SUMMARY

Desegregation and Taxes
A federal appellate panel has upheld a district judge's order increasing property taxes in Kansas City, Mo., to finance school desegregation, but struck down a similar rise in income taxes. **Page 7.**

Access to Records Barred
An attempt by the *Houston Chronicle* to see the educational records of city school officials—some of whom may have mail-order degrees—has been rejected by a state judge. **Page 8.**

Parents Win Day-Care Fight
After weeks of protests by angry Philadelphia parents, a court has barred the city's school system from closing six school-based day-care centers in order to save money. **Page 9.**

School—A Dangerous Place?
Experts say a recent survey of 11,000 students—in which more than a third reported being threatened, robbed, or attacked in 1986—paints a disturbing picture of crime in school. **Page 11.**

'No Pass, No Drive'
Lawmakers in a number of states think they have come across a promising tool for encouraging potential drop-outs to remain in school—their driver's licenses. **Page 26.**

Funds Caught in Abortion Fight
A House-Senate dispute over abortion may delay final action on a bill providing $21.7 billion for the Education Department next year; a funding chart accompanies the story. **Page 36.**

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"The National Association of Professional Educators"
National Association of Professional Educators
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ACROSS THE NATION

NATIONAL

Total U.S. Education Spending Pegged at Record Level

Spending on education during the 1988-89 school year will rise by 6.2 percent to reach a record total of $328 billion, the U.S. Education Department predicts in its annual back-to-school forecast.

Outlays for elementary and secondary education, both public and private, will account for $196 billion, the department projects, while spending on postsecondary education will total $132 billion.

Adjusted for inflation, this year's total expenditure for precollegiate education amounts to a 26 percent increase over the 1980-81 figure of $183 billion, the department calculates.

It also expects that:

- Total elementary and secondary enrollment will reach 46 million, an increase of about 80,000 over last year.
- Elementary enrollment will be 1.4 percent above last year's level, while secondary enrollment will be down 2.8 percent.
- Average spending for each student in public elementary and secondary schools will be $4,810.
- 2.7 million people will be employed as teachers in elementary and secondary schools.
- The average salary of public elementary and secondary teachers will be $29,573.

■ State laws requiring that parents be notified before their daughters under 18 can obtain abortions were the subject of conflicting August rulings by two federal appellate courts.

By a 7-to-3 vote, the full U.S. Court of Appeals for the Eighth Circuit upheld a Minnesota law requiring minors to notify both of their parents or to obtain special approval from a state judge before having an abortion. But a three-judge panel of the U.S. Court of Appeals for the Sixth Circuit struck down an Ohio statute requiring doctors to notify parents before performing abortions on unmarried minors.

The conflict between the the circuit courts increases the chances that the U.S. Supreme Court will agree to review the issue. The Court divided 4 to 4 in December in a case involving a somewhat similar law in Illinois.

■ Agencies serving mentally disturbed youths will be eligible for a total of $20.4 million over the next five years, under a new grant program of the Robert Wood Johnson Foundation, a health-care philanthropy.

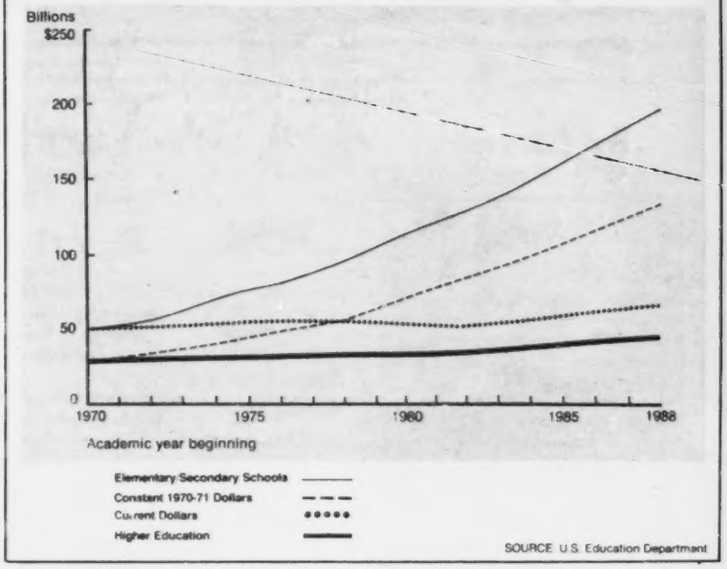
Under the Mental Health Services Program for Youth, the foundation will fund state-community partnerships that help young people with such illnesses as autism, hyperactivity, and depression.

The program will include 12 one-year grants of up to $100,000 each, and eight four-year grants of up to $2.4 million each.

Agencies must indicate their interest in the program by Oct. 3, 1988. The application deadline is Feb. 2, 1989.

For further information on the grant program, contact Mary Jane England, Vice President, Medical Services, Prudential Insurance Company, 56 North Livingston Ave., Roseland, N.J. 07068; (201) 716-6882.

Expenditures of Educational Institutions



SOURCE: U.S. Education Department

STATES

State Board and Teachers' Union Settle Dispute Over Class Size

The Minnesota Education Association and the state board of education have forged a settlement that will eliminate a regulation allowing school districts to circumvent state-mandated class-size restrictions.

At issue was a rule, approved by the board in 1986, that has enabled local school boards to exceed class-size guidelines simply by voting to do so and filing papers with the state justifying the action.

The M.E.A. challenged the regulation in state court, arguing that the board did not follow proper procedures in adopting the provision.

State law stipulates that public hearings must be held before any change in rules can occur. The department of education had held hearings before the policy change in question. But discussion of the proposed regulation was limited to the size of music classes, according to a spokesman for the M.E.A., an affiliate of the National Education Association.

Under the terms of the settlement, local school boards may no longer vote to exceed the stipulated class-size limits.

"In this situation, we obviously did not follow proper procedures in developing the rule," said Marjorie Johnson, president of the board of education. "Assuming the court will approve our agreement, our thinking is that we must revisit the overall issue of class size and its impact on learning."

District Ordered To Restore State-Mandated School Programs

A Connecticut court has blocked the Derby Board of Education's efforts to eliminate several state-mandated school programs.

Hartford Superior Court Judge Norris O'Neill last month issued a temporary restraining order requiring the board to rehire seven employees—teachers of music, art, business, basic skills, industrial arts, and home economics, as well as a librarian—who were laid off in June after the city's tax board cut $450,000 from the school board's budget request.

The injunction expires on Sept. 22, when Judge O'Neill will hold a hearing to decide whether it should be extended.

The state's commissioner of education, Gerald N. Tirozzi, had sought the injunction after finding that the layoffs had resulted in the elimination of programs mandated by state law.

While the injunction is pending, the education department has held in abeyance a separate administrative action that could result in state intervention to enforce the mandates.

■ High-school biology teachers can use the term "evolution" in class, the Alabama State Board of Education has decided.

Before the unanimous vote by the board in August, the course of study used by teachers had referred only to "species modification."

The board instructed teachers to include "scientific theories of the origin of life and evolution" in all high-school biology courses. Instructors will continue to be prohibited from teaching the biblical story of creation, according to State Superintendent of Education Wayne Teague.

■ Lynn O. Simons, superintendent of public instruction in Wyoming, has lost her bid to become the Democratic nominee for the U.S. Senate.

Ms. Simons finished last in a three-candidate primary held Aug. 16. The winner, state Senator John Vinich, will face the Republican incumbent, Malcolm Wallop, in November.

State Democratic leaders say that Ms. Simons' campaign was hampered by bad publicity after she requested a new $18,000 car to replace her state-provided car, which had traveled more than 100,000 miles. Critics accused her of attempting to spend education money on a "luxury" automobile.

■ Arkansas has the right to require children who are being taught at home to take annual achievement tests administered by the state, a federal appeals court has ruled.

A group of home-schooling parents had contested a state law requiring such testing, on the grounds that the statute interfered with religious tenets that prevent them from relinquishing any responsibility for their children's education.

Continued from Page 3

cepting several expense-paid trips from three men involved in the asbestos-abatement business. The three men are also accused of contributing to Mr. Smith's wife's unsuccessful campaign for the state legislature.

If convicted, Mr. Smith could face up to 30 years in prison and $750,000 in fines. The indictment, handed down last month, was the result of a joint investigation by the Federal Bureau of Investigation, the Environmental Protection Agency, and local law-enforcement agencies.

One of the three businessmen is also accused of bribing an employee of a firm that does contract work for the Aurora (Colo.) School District, in order to receive contracts worth more than $440,000. That employee faces no charges, federal investigators say.

■ **The University of Pennsylvania has created a research center to help teachers in Philadelphia draw on black literature for instruction.**

The Center for the Study of Black Literature and Culture, the first of its kind in the nation, will hold seminars for 8th- and 11th-grade teachers on methods of teaching Afro-American, African, Caribbean, and Latin American literature, according to the director, Houston A. Baker Jr., the Albert M. Greenfield professor of human relations at the university.

Mr. Baker said that the center—funded by grants from the William Penn and Rockefeller foundations—also will help scholars develop new approaches to teaching black literature.

■ **The New York City school system plans to extend its dropout-prevention program to elementary schools.**

The pilot program will begin in the 23 elementary schools that feed into middle and high schools involved in a special dropout-prevention program. Each of the elementary schools will receive $50,000 to help parents and teachers devise a plan to identify and provide counseling to children thought to be at risk of dropping out.

According to the Educational Priorities Panel, a local research group, children in the city's middle schools currently do not receive adequate guidance counseling.

In a study issued last month, the group reported that in the 10 schools it surveyed there were more than 700 students for each counselor—a ratio more than double the state average.

■ **An Arkansas school district must reverse the suspensions of four students caught drinking off school grounds because its policy on drug and alcohol use is unconstitutionally vague,** a federal judge has ruled.

U.S. District Judge George Howard struck down the Beebe School District's policy, which mandated a one-semester suspension for any student using drugs or alcohol "prior to" coming to school or school functions. The judge found that the policy could include behavior outside the school's purview, or actions that occurred days before a school function.

The students were suspended for drinking while driving to a football game. The judge ordered the district to reinstate the students, erase the suspension from their records, and pay each $625 in damages. The district plans to appeal the ruling.

■ **The standardized tests taken by its elementary students are too long and too stressful,** the Broward County, Fla., school board has decided.

Board members voted this summer to scale back annual testing from 285 minutes to 90 minutes for 1st and 2nd graders and from 305 minutes to 165 minutes for 3rd to 5th graders. District officials have shortened the widely used Iowa Test of Basic Skills by removing several language and study-skills sections.

■ **Baltimore school officials failed to give middle- and high-school teachers enough advance warning that they were being transferred to elementary schools,** the city's teachers' union has charged in a grievance filed against the board of education.

More than 80 teachers were reassigned for the coming year in response to an anticipated surge in elementary enrollments.

The teachers were notified of the reassignments during the summer. Linda Prudente, a union spokesman, described that notification as failing to satisfy their contracts, which stipulate that teachers must know at the end of the school year where they will be working in the fall.

School officials said the projected rise in enrollments in grades 1-5—from 60,446 pupils last year to 62,125 this fall—forced them to act. Secondary enrollments, by contrast, are expected to decline by 18 percent.

PEOPLE

■ **Janice Herbranson,** who attracted national attention in 1983 when she was identified by the National Education Association as the country's lowest-paid teacher, has returned to the one-room schoolhouse in McLeod, N.D., where she taught for 16 years.

Ms. Herbranson, who was earning $6,300 in 1983, had left the school when it was closed for lack of students in 1986.

This year, however, the McLeod school district faced dissolution if it did not reopen its school. So Ms. Herbranson, 56, left a $25,000-a-year teaching job in Texas to return to the plains community of 50 people.

Ms. Herbranson sees benefits in teaching in the one-room school, which will open with five students. "It's probably old-fashioned, but that's not all bad," she said. "I get to work with them individually. When you can work with them so closely, it becomes almost like a second family."

Ms. Herbranson's new salary has yet to be determined.

Ted Elsberg

■ **Ted Elsberg,** head of the 4,500-member New York City Council of Supervisors and Administrators, has been elected to a three-year term as president of the American Federation of School Administrators. The largest national union of supervisory personnel in public schools, it represents some 11,000 principals and other administrators.

Mr. Elsberg, 56, said in a prepared statement that he would promote the goal of "less interference" for school supervisors from federal, state, and local mandates and "more authority, flexibility, and control" for such leaders. He also said he would involve the national organization in some local issues, including lobbying against the termination of principals' tenure in Chicago schools and against the proposed management of the Chelsea, Mass., school system by Boston University.

■ The protracted battle—played out before a captivated national press corps—over the right of three North Carolina schoolchildren to stand at the gates of their school and "preach" is over for the moment.

The Eastfield Elementary School in Marion, N.C., opened for the new year without **Duffey, Matthew, and Pepper Strode** last week, following an agreement between school officials and parents David and Marian Strode that the children may be educated at home.

Mr. and Mrs. Strode, who last month received the governor's approval for home-schooling, have 30 days to formulate a suitable curriculum, said Eastfield's principal, James Gorst.

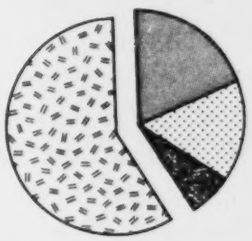
Mr. Strode said he and his wife, who will be instructing the children themselves, have already selected a Mennonite textbook series to conduct their lessons.

DIMENSIONS

Student Aid in Independent Schools 1986-87

The National Association of Independent Schools reports "healthy increases" in both the number of students receiving aid and their percentage of overall enrollment—now 16.3 percent. The amount allotted to aid by member schools has increased by 12.7 percent since 1985-86, and by almost 39 percent since 1984-85. Nationally, schools devote 7.4 percent of their budgets to aid programs, with almost 29 percent of the money going to minorities.

Sources of Aid



Tuition, 58.2% Endowment, 21.5% Gifts, 14.0% Other, 6.3%

Distribution of Aid
(800 active member schools)

Region		Average Grant	Total Aid Granted	Number of Students Aided	Percent of Enrollment	Percent of Operating Expenses
170	New England	$4,837	$52,943,060	10,946	20.1%	8.8%
121	East	4,080	32,875,945	8,057	17.0	8.0
153	Middle Atlantic	3,086	31,871,632	10,328	17.0	7.1
107	Southeast	2,213	15,029,891	6,792	12.1	5.1
86	Midwest	3,306	23,602,523	7,139	19.6	8.2
63	Southwest	3,091	12,779,241	4,135	14.2	6.3
96	West	3,221	18,398,807	5,713	13.9	6.3
4	Territories	1,528	423,120	277	15.1	5.9
TOTAL		**$3,520**	**$187,924,219**	**53,387**	**16.3%**	**7.4%**

SOURCE: National Association of Independent Schools

RESEARCH AND REPORTS

C.D.C. Recommends Coordinated Response to Suicide Clusters

Community agencies should have a well-organized plan to coordinate their response to an outbreak of apparently related suicides, the federal Centers for Disease Control recommends in a new report.

The report was drafted in response to several well-publicized "clusters" of teen-age suicides last year. It urges officials in public- and mental-health agencies, education, the clergy, local governments, police, and parent groups to prepare themselves to deal with potential suicide clusters long before any emergency occurs.

During some cluster crises, the report notes, "opportunities for prevention were often missed during the early stages of response, as community leaders searched for information on how best to respond."

The report also recommends that teachers be briefed about the death of a student or students before a general announcement is made in school and should be taught how to identify other potentially suicidal students.

Copies of "C.D.C. Recommendations for a Community Plan for the Prevention and Containment of Suicide Clusters" (M.M.W.R. Supplement, Aug. 19, 1988, Vol. 37, No. S-6) are available for $1 from the Superintendent of Documents, U.S. Government Printing Office, Washington, D.C. 20402-9371.

■ **Attempts to censor books or curricular materials were made in 42 states last year,** according to an annual survey by People for the American Way.

In more than one-third of the incidents, the group found, books or programs were removed or restricted as a result.

The most frequently attacked book was John Steinbeck's *Of Mice and Men,* which was challenged in eight school systems.

The report focused on efforts by religious conservatives to influence materials used in the public schools. It noted that such individuals have become increasingly active in state and local textbook- and curriculum-adoption procedures.

The report also depicted continuing conflict over the teaching of creationism, despite a 1987 U.S. Supreme Court decision overturning a Louisiana law requiring balanced treatment of evolution and creationism.

■ **Many state child-care programs "seek to emulate the Head Start model," but few follow its lead by requiring comprehensive services and parent involvement,** argues a new study.

The 92-page report, commissioned by the federal Administration for Children, Youth, and Families and issued by the Education Development Center, a Massachusetts research firm, provides state-by-state data on Head Start and preschool programs.

"The Challenge of Coordination," is available for $10 from the Education Development Center, 55 Chapel St., Newton, Mass., 02160.

State, Local School Chiefs Ranked Among Best-Paid Public Officials

By Lisa Jennings

With an annual salary of $150,000, Schools Chancellor Richard R. Green of New York City is not only the nation's highest-paid public-school administrator but earns more than any other state or local public official in the country, according to a national survey.

In its second annual survey of top state, county, and city officials' salaries, the national biweekly *City & State* found that several school chiefs ranked among the highest-paid state and local officials in the country.

More than half of the top 10 salaries earned by such public officials were paid to city superintendents.

These executives were paid more than governors, mayors, city managers, finance directors, and other upper-echelon public figures in most states.

Mr. Green's salary surpassed last year's top earners in the survey, New York's Mayor Edward I. Koch and Gov. Mario M. Cuomo, who each earn $130,000 annually. (Governor Cuomo actually only accepts $100,000 per year, according to aides.)

City Chiefs Rank High

Others among the top five highest-paid city superintendents, according to *City & State*, are Leonard M. Britton of Los Angeles, who earns $141,080 per year; and Marvin Edwards of Dallas. Joseph Fernandez of Dade County, Fla., and Joan Raymond of Houston, each of whom earns $125,000.

All but one of those superintendents were new to their jobs this year. Mr. Britton, who moved to Los Angeles from Dade County in 1987, was the only one of the five to receive a pay increase on the job in 1988. He started in Los Angeles at a salary of $134,000, according to a spokesman.

This year's survey reflected a considerable amount of turnover from 1987, when the five highest-paid city superintendents were: Ms. Raymond and Nathan Quinones of New York, who both earned $125,000; Harold Handler of Los Angeles, who earned $122,147; Mr. Britton in Dade County, who earned $107,158; and Linus Wright, now an undersecretary with the U.S. Education Department, who earned $104,487 as superintendent in Dallas.

In this year's survey, Thomas Sobol, New York State's education commissioner, is the highest-paid chief state school officer, with an annual salary of $125,000.

Mr. Sobol knocks last year's top earner, Ted Sanders, Illinois' superintendent of education, into third place. Mr. Sanders remains at his 1987 salary level of $96,750, aides confirmed.

Also among the five chief state school officers earning the highest pay are: Wilmer S. Cody of Louisiana, who earns $100,000; Franklin B. Walter of Ohio, who earns $90,293; and Saul A. Cooperman of New Jersey, who earns $90,000.

Not All Boats Rising

The survey reflects the fact that some state and city boards of education have been forced to raise compensation rates dramatically to compete for qualified candidates. But no similar salary trend is apparent in rural or economically depressed areas, according to Jay P. Goldman, a spokesman for the Council of Chief State School Officers.

"There has been some upward change, but not all chief state school officials are making the most money," he said. "It's often difficult for local legislators to justify a pay increase in places where the economy is troubled."

A July 1987 salary survey by the C.C.S.S.O. found that the lowest-paid state superintendent—in Idaho—was making $45,000, he noted.

Salary Plus

Most of the top-paid school officials receive benefits that add to their base income levels.

Mr. Green of New York City, who last January became the city's first black schools chancellor, receives a $25,000 housing allowance from the school board and a $10,000 entertainment allowance from the local business community.

The move to New York brought Mr. Green $63,000 more in salary than he had earned in his previous position as superintendent of schools in Minneapolis. He also is paid $25,000 more than his predecessor, Mr. Quinones.

Mr. Sobol, whose current earnings reflect a raise of $32,000 over last year's base salary of $93,000, lives in a state-owned mansion and also receives an entertainment allowance from the business community. A spokesman for the state education department last week was unable to provide the amount of the allowance.

Earlier this year, the New York Board of Regents voted to increase the commissioner's salary base to make it more competitive with compensation rates in the private sector and in higher education.

Mr. Sobol said last week that the position of state commissioner in New York involves a lot more than similar jobs in other states.

"The New York Board of Regents, whom I serve as commissioner, presides over not only elementary and secondary education, but also higher education, 31 licensed professions, vocational rehabilitation, libraries, museums, public television councils and other cultural institutions," he said. "Thus, the position is not comparable to that of most other states."

Thomas Sobol

Richard Green

Top-Paid State Officials

Governors	
Mario M. Cuomo, New York	$130,000*
James G. Martin, N. Carolina	105,000
James J. Blanchard, Michigan	100,077
Bob Martinez, Florida	96,646
William P. Clements Jr., Texas	94,348
Treasurers/Comptrollers	
Edward V. Regan, comptroller, New York	$110,000
Fred W. Calton, comptroller, N. Carolina	100,000
Feather O'Connor, treasurer, New Jersey	95,000
Gerald Lewis, comptroller, Florida	86,656
Robert Bowman, treasurer, Michigan	80,300
Superintendents of education	
Thomas Sobol, New York	$125,000
Wilmer S. Cody, Louisiana	100,000
Ted Sanders, Illinois	96,750
Franklin B. Walter, Ohio	90,293
Saul Cooperman, New Jersey	90,000
State legislators	
New York	$43,000
Michigan	39,881
Massachusetts	39,040
California	37,105
Illinois	35,661

*Accepts only $100,000.
SOURCE: *City & State*

Top-Paid City Officials

Mayors	
Edward I. Koch, New York	$130,000
Coleman A. Young, Detroit	115,000
Art Agnos, San Francisco	112,064
Kathryn J. Whitmire, Houston	105,382
Thomas Bradley, Los Angeles	93,216
City managers	
Keith Comrie, Los Angeles	$128,463
Marvin Andrews, Phoenix, Ariz.	119,928
John Lockwood, San Diego	116,000
Robert C. Bobb, Richmond, Va.	115,500
James C. Hankla, Long Beach, Calif.	112,499
School superintendents	
Richard Green, New York	$150,000
Leonard Britton, Los Angeles	141,080
Marvin Edwards, Dallas	125,000
Joseph Fernandez, Miami/Dade County	125,000
Joan Raymond, Houston	125,000
City council members	
Boston	$65,000
Washington	59,556
Detroit	57,770
Seattle	56,754
Los Angeles	55,929

SOURCE: *City & State*

Administrators Fault Training

Graduate programs in educational administration frequently do not do a very good job in preparing school officials to meet "real world" problems, a recent survey of superintendents and principals indicates.

A slight majority of school administrators polled by *The Executive Educator* reported that they had received only "fair" or "poor" graduate training in key aspects of their jobs.

Most administrators also indicated that the on-the-job training they had received over the years was more valuable than what they had learned in education-school classrooms. Only 10 percent of respondents cited graduate school as their most valuable source of training.

Education-school professors also received less-than-enthusiastic reviews from their former students.

Although nearly 90 percent of those surveyed recalled that other administrators had served as mentors in their careers, less than one quarter said a professor had had a significant impact on their career development.

Written responses to the survey indicated similar feelings. "Too many professors have never worked in a public school. . . . They have no perspective on the problems, let alone the solutions," said one elementary-school principal quoted in the magazine.

Graduate programs are "not well linked with the real world," said a superintendent.

Although the survey's demographic profile of the nation's school administrators portrays the expected—a group that typically is white, male, and middle-aged—the authors contended that their results showed a pattern of progress for women and minorities in the field. They noted that 15 percent of deputy or assistant superintendents and junior-high/middle-school principals were women, and 10 percent were black—proportions up from previous levels.

The bulk of the superintendents responding to the survey reported annual salaries of between $45,000 and $55,000. The salary of a typical principal was put at between $40,000 and $45,000.

The survey, which appeared in the September issue of the magazine published by the National School Boards Association, was conducted by a faculty team from the State University of New York at Buffalo. It was based on the responses of 1,123 administrators, representing 28 percent of those sent questionnaires by mail. —H.D.

Principals Report Progress in Reform Drive

Principals of public high schools want more authority in exchange for greater accountability for the success of their students, according to a survey released by the U.S. Education Department.

The survey of the perceptions of academic reform of 912 public high-school principals was taken in the fall of 1987 for the department's National Center for Education Statistics and released this summer.

Most principals surveyed indicated that their schools had made significant progress towards implementing the recommendations of *A Nation at Risk*, the 1983 report that sparked the current reform movement.

Many Reforms Said in Place

More than 90 percent of the high schools, for example, have instituted strict sanctions for disruptive students, minimum academic standards for athletes, and programs to reduce absenteeism and tardiness.

About three-quarters of the schools also have policies for teaching study skills to students, training teachers to use class time effectively, reducing the administrative burden on teachers, and providing non-financial recognition for successful teachers.

On the other hand, only 20 percent of the schools covered by the survey have programs to reward outstanding teachers with extra money.

Cite 'outside' factors as most serious obstacles.

The survey found that most principals saw "outside" factors—such as students' personal problems or lack of parental support—as the most serious obstacles to school improvement. Nearly two-thirds of the principals cited the family or personal problems of students as barriers to progress.

"The bushel full of social problems dumped on the schools takes more and more of principals' time," observed Scott D. Thomson, executive director of the National Association of Secondary School Principals.

Seeking More Clout

The survey presented a somewhat contradictory picture of principals' views on the need for more authority.

Only 20 percent of respondents said their lack of authority was a moderate or serious obstacle to improvement. More than half said it was not a problem or obstacle at all.

But 65 percent of principals expressed a willingness to accept more personal responsibility for the success of their schools in return for more authority in running them.

"Most principals feel that schools are too bureaucratic, that they have too little authority to make decisions," Mr. Thomson said.

Principals in big cities were the most interested in enhanced clout. Some 87 percent of urban-school leaders expressed a desire for more authority, compared with 67 percent of principals in the suburbs and 59 percent in rural schools.

Respondents also pointed to the areas in which they would use greater authority if they had it. They stressed development of teacher performance standards (60 percent), distribution of funds within the school (59 percent), and teacher bonuses or supplements (54 percent).

Urban principals were particularly concerned about gaining control over the selection of teachers for their schools. While only about half of all respondents over all cited a need for greater authority in that area, 81 percent of urban principals did so.

For more information on the survey, write Helen Ashwick, Office of Educational Research and Improvement, National Center for Education Statistics, 555 New Jersey Ave. NW, Washington, D.C. 20208. —M.W.

Abortion Rider Holds E.D. Budget Hostage

By Julie A. Miller

WASHINGTON—Congressional conferees have hammered out a 1989 appropriations agreement that would provide $21.7 billion for the Education Department and boost discretionary education spending by a modest $887 million over 1988—if the legislation can survive a House-Senate conflict over federal funding for abortions.

Both chambers are expected to take up the legislation, H R 4783, in coming weeks.

But the conferees adjourned without resolving their most contentious dispute: whether the bill would contain a provision restoring Medicaid funding for abortions in cases of rape and incest.

The Senate had approved the provision after lengthy debate and the addition of an amendment that would require a victim to report the rape or incest "promptly" to qualify for federal money.

Both Sides Adamant

Senate conferees, led by Senator Lowell P. Weicker Jr., Republican of Connecticut, refused to cede their position, and House conferees were equally adamant in their opposition to the provision.

Representative William H. Natcher, chairman of the House Appropriations subcommittee on the Departments of Labor, Health and Human Services, and Education, argued that the full House was unlikely to accept any such abortion language, and that President Reagan would veto any bill containing it.

"You know, I know, that if this bill is in a continuing resolution, you can wipe out about a third of what we've agreed on," said the Kentucky Democrat, noting that a stalled funding bill for Labor, H.H.S., and E.D. could be forced into a catch-all resolution that might bear the brunt of last-minute budget cuts.

But the conferees agreed to disagree, and the two chambers will essentially vote on different bills. The measure could float in legislative limbo until one chamber votes to accept the other's position or conferees reconvene and resolve the issue.

Budget Law May Be Triggered

Another threat to the bill's 1989 spending proposals looms in the form of automatic cuts under the Gramm-Rudman-Hollings deficit-control law, which could be triggered if the projected federal deficit reaches $146 billion.

The Office of Management and Budget recently estimated the 1989 deficit at $145.3 billion, only $700 million below the trigger point. But that slim cushion would be sufficient unless the Congress approves additional spending before O.M.B. issues its final report on the 1989 deficit Oct. 15.

Agreement on Other Issues

In contrast to the heated debate on the abortion-funding issue, Senate conferees quickly agreed to drop provisions, attached to the Senate bill by conservatives, banning AIDS-education materials that present homosexuality as "natural, normal, or healthy," and prohibiting abortion referrals by school-based clinics.

House conferees protested, but accepted, a Senate amendment raising from $250,000 to $340,000 the minimum amount small states would receive in concentration grants under Chapter 1. Senate conferees argued

BUDGET WATCH

that the one-year change is needed to prevent three states from receiving less Chapter 1 money in 1989 than they did in 1988.

Concentration grants are designed to flow to districts with the highest proportions of poor students. The formula was a point of contention throughout deliberations on the recent reauthorization bill that created the grants.

Downward Moves on Funding

The $21.7 billion the bill would provide for education is $500 million more than the Administration requested, but less than education advocates had hoped for. The original Senate bill would have provided $20 million more and the House bill $212 million more.

Because of differing allocations among subcommittees, the Senate Labor-H.H.S-E.D. subcommittee had only $39.4 billion to dole out to discretionary programs, $300 million less than its House counterpart.

While conferees agreed to work within a compromise discretionary "budget authority" total of $39.59 billion, they had to make a 1.13 percent across-the-board cut to conform with Senate restrictions on outlays, the amount actually to be spent in fiscal 1989.

The result is a bill that includes about $39.35 billion in discretionary budget authority, less than either original bill, and $150 million less than the Administration requested.

While the bill's education allocation is higher than the President's request, it would provide less than requested for a number of programs, including Chapter 2 block grants, research, and the new Fund for the Improvement of Schools and Teaching.

Several other programs, including magnet-schools aid, bilingual education, and the Chapter 1 compensatory-education program, were pushed below the funding level requested by the Administration after the across-the-board cut was made by conferees.

Footnotes

[1] Includes workplace literacy partnerships new FY88.
[2] FY 1989 request includes $79,000,000 proposed for transmittal based on the net effect of two legislative proposals.
[3] Credit reform legislation proposed in budget would require an additional $3,094,482,000.
[4] FY 1989 request excludes $5,600,000 proposed for later transmittal associated with the National Student Loan Data System.
[5] Administered by the Department of Health and Human Services.
[6] Programs administered by the Department of Labor.
[7] Included in appropriations bill for the Interior Department.
[8] Included in appropriations bill for the Department of Housing and Human Development, and independent agencies.

SOURCE: U.S. Congress

DATABANK

1989 Budget Numbers in Conference Agreement

	FY 1988 Comparable	FY 1989 Administration Request	FY 1989 House Bill	FY 1989 Senate Bill	FY 1989 Conference Agreement
			(in thousands)		
COMPENSATORY EDUCATION FOR THE DISADVANTAGED					
Grants for the Disadvantaged (Chapter 1):					
Grants to local educational agencies:					
Basic grants	$3,829,900	$3,900,000	$3,900,000	$3,900,000	$3,853,200
Concentration grants	—	186,365	200,000	175,000	172,900
Capital expenses	—	—	30,000	—	19,760
Even start	—	—	25,000	—	14,850
State agency programs:					
Migrant	289,029	289,029	289,029	275,000	271,700
Handicapped	151,269	151,269	151,269	150,000	148,200
Neglected and delinquent	32,552	32,616	32,616	32,000	31,616
State administration	38,296	42,060	42,060	41,000	40,508
State program improvement	—	4,756	5,756	4,800	5,686
Evaluation and technical assistance	7,181	8,000	8,000	8,000	7,904
Rural educational opportunities	—	—	—	4,000	3,952
Total, Chapter 1	4,327,827	4,566,694	4,665,719	4,589,800	4,570,345
Migrant education:					
High-school equivalency program	7,276	—	7,500	7,276	7,410
College assistance migrant program	1,340	—	1,400	1,500	1,482
TOTAL	4,336,443	4,566,694	4,672,619	4,598,576	4,579,136
IMPACT AID					
Maintenance and operations:					
Payments for 'a' children	536,144	547,000	553,000	565,000	558,220
Payments for 'b' children	134,036	—	137,000	134,036	135,356
Payments for federal property (Section 2)	15,318	10,000	15,000	15,000	14,820
Disaster assistance (Section 7)	—	10,000	10,000	—	—
Construction	22,978	25,000	25,000	25,000	24,700
TOTAL	708,476	592,000	740,000	739,036	733,096
SCHOOL IMPROVEMENT PROGRAMS					
Educational improvement partnerships (Chapter 2):					
State block grants	479,700	540,500	489,500	447,700	462,977
National Programs:					
Inexpensive book dist. (inc. rel)	7,959	8,200	8,500	8,500	8,398
Arts in education	3,315	3,500	3,500	3,500	3,458
Law-related education	3,830	3,200	3,030	3,200	3,952
National school volunteer program	995	—	—	1,000	988
National Diffusion Network	10,944	11,200	11,200	11,200	11,066
Blue ribbon schools	—	900	900	900	889
Total, Chapter 2	504,131	567,500	517,430	476,800	491,728
Fund for innovation in education	4,300	4,570	8,570	5,000	10,162
Drug-free schools and communities:					
State grants	191,480	207,000	207,000	207,000	204,516
National programs	38,296	43,000	43,000	43,000	42,484
Other School Improvement Programs:					
Christa McAuliffe fellowships	1,915	1,915	1,915	1,915	1,892
Mathematics and science education	119,675	119,675	119,675	139,000	137,332
Training and advisory services (Civil Rights IV-A)	23,456	23,456	23,456	24,000	23,443
Follow through	7,133	—	7,700	7,000	7,262
Territorial teacher training	1,915	1,915	1,915	2,000	1,976
General assistance to Virgin Islands	4,787	—	4,787	4,787	4,730
Ellender fellowships	2,394	—	5,000	2,500	2,964
Older Americans and recent immigrants	—	—	—	1,000	494
Women's educational equity	3,381	—	3,351	2,820	2,949
Magnet schools assistance	71,805	115,000	115,000	115,000	113,620
Leadership in Ed. Admin. (LEAD)	9,222	4,358	4,358	4,358	4,306
Dropout-prevention demonstrations	23,905	21,446	21,446	22,000	21,736
Native Hawaiian Education Act	—	—	—	6,000	4,940
Education of homeless children	4,787	—	4,787	5,000	4,834
Star schools	19,148	—	19,148	10,000	14,399
Javits Gifted and Talented education	—	—	—	10,000	7,904
Fund for the improvement and reform of schools and teaching:					
Grants for schools and teachers	—	8,000	8,000	—	3,952
Family-school partnerships	—	4,000	4,000	—	1,976
Alternative curriculum schools	—	5,000	—	—	—
TOTAL	1,036,736	1,126,835	1,118,536	1,088,180	1,109,890
BILINGUAL, IMMIGRANT, AND REFUGEE EDUCATION					
Bilingual programs	101,198	112,106	112,106	112,106	110,761
Support services	9,926	10,903	10,903	10,903	10,772
Training grants	35,447	33,564	33,564	28,000	30,413
Immigrant education	28,722	28,722	30,000	30,000	29,640
Reappropriation	1,247	—	—	—	—
Refugee education	15,209	15,209	15,209	16,000	15,808
TOTAL	191,751	200,504	201,782	197,009	197,394
EDUCATION FOR THE HANDICAPPED					
Education for the handicapped:					
State grants:					
Grants to states, general	1,431,737	1,474,230	1,478,530	1,508,200	1,475,449
Preschool grants	201,064	205,075	205,075	250,000	247,000
Grants for infants and families	67,018	68,358	68,358	73,000	69,531
Special-purpose funds:			—		
Deaf-blind and other severely handicapped projects	—	10,722	—	—	—
Deaf-blind projects	14,361	—	14,361	14,361	14,189
Severely handicapped projects	5,361	—	5,361	5,361	5,297
Early-childhood education	23,428	23,428	23,428	23,428	23,147
Special-education technology	4,787	4,787	4,787	10,000	9,880
Secondary and transitional services	7,372	7,372	7,372	7,372	7,284
Postsecondary programs	5,840	5,840	5,840	5,840	5,770
Innovation and development	17,233	17,233	17,233	17,233	17,026
Media and captioning services	13,216	13,216	13,916	13,216	13,403
Regional resource centers	6,415	6,415	6,415	6,415	6,336
Recruitment and information clearinghouses	1,149	1,149	1,149	1,149	1,135
Spec.-ed. personnel development	66,410	66,410	66,410	69,410	67,095
Special studies	3,638	3,638	3,638	3,638	3,594
TOTAL	1,869,919	1,916,582	1,921,582	2,006,623	1,969,436

	FY 1988 Comparable	FY 1989 Administration Request	FY 1989 House Bill	FY 1989 Senate Bill	FY 1989 Conference Agreement
			(in thousands)		
REHABILITATION SERVICES AND HANDICAPPED RESEARCH					
Rehabilitation services state grants:					
Vocational rehabilitation state grants	1,379,500	1,407,090	1,441,577	1,450,000	1,450,000
Reappropriation	—	—	—	500	500
Supported employment state grants	25,935	26,454	26,454	28,000	27,227
Client assistance	7,500	7,650	7,650	7,900	7,775
Service and demonstration projects:					
Special demonstration programs	16,590	16,590	16,590	17,200	17,200
Supported employment projects	9,520	9,520	9,520	9,520	9,520
Model transition grants	475	475	475	475	475
Recreational programs	2,470	—	2,620	2,500	2,620
Migratory workers	1,100	1,100	1,100	1,100	1,100
Projects with industry	17,000	17,000	17,000	17,700	17,350
Helen Keller National Center	4,800	4,800	5,000	4,800	4,900
Independent living:					
Comprehensive services	12,310	12,556	12,556	12,800	12,678
Centers	25,500	25,500	25,500	26,500	26,000
Services for older blind	5,600	5,600	5,600	5,800	5,700
Training	30,000	30,000	30,000	31,000	30,500
National Institute on Disability and Rehabilitation Research	51,100	51,100	53,950	53,100	53,525
Evaluation	1,000	1,000	1,000	1,000	1,000
TOTAL	**1,590,400**	**1,616,436**	**1,656,592**	**1,668,895**	**1,668,670**
VOCATIONAL AND ADULT EDUCATION					
Vocational education:					
Basic grants	804,215	848,333	848,333	835,000	831,598
National programs	25,858	24,911	25,658	26,800	26,005
Consumer and homemaking education	32,791	—	32,791	34,250	33,118
State councils	7,881	7,881	7,881	8,000	7,904
Community-based organizations	8,948	—	8,948	9,000	8,892
Bilingual vocational training	3,734	—	3,734	3,900	3,771
Adult education[1]	134,039	150,000	166,784	167,100	162,210
TOTAL	**1,015,151**	**1,031,888**	**1,051,950**	**1,086,130**	**1,073,498**
STUDENT FINANCIAL ASSISTANCE					
Pell grants[2]	4,260,430	5,011,000	4,522,000	4,564,750	4,483,915
Guaranteed student loans[3]	2,565,000	2,735,598	3,174,400	3,174,400	3,174,400
Supplemental educational opportunity grants	408,415	416,583	460,000	416,583	437,972
Work-study	568,249	600,014	635,000	600,014	610,097
Perkins' loans:					
Federal capital contributions	185,736	—	185,736	182,736	183,507
Loan cancellations	24,892	22,000	22,000	22,000	21,736
Income-contingent loans	4,308	50,000	5,000	5,000	4,940
State student incentive grants	72,762	—	78,000	42,762	71,869
TOTAL	**8,109,792**	**8,835,195**	**9,082,136**	**9,008,245**	**8,988,456**
HIGHER EDUCATION PROGRAMS					
TOTAL	**534,671**	**456,196**	**577,953**	**534,996**	**521,838**
COLLEGE FACILITIES LOANS					
Construction loan insurance	19,148	—	—	—	—
Housing and academic-facilities loans	62,231	1,675	63,906	1,675	31,295
EDUCATION RESEARCH AND STATISTICS					
Education research	46,573	51,531	50,343	44,960	47,079
Statistics	20,953	32,869	33,169	29,500	31,122
TOTAL	**67,526**	**84,400**	**83,512**	**74,460**	**78,201**
LIBRARIES					
Public libraries:					
Proposed legislation:					
Services to the disadvantaged	—	45,000	—	—	—
Resource sharing	—	30,000	—	—	—
Research and assessment	—	1,000	—	—	—
Services	78,986	—	85,000	78,986	81,009
Construction	22,595	—	22,595	22,595	22,334
Interlibrary cooperation	18,089	—	20,000	18,089	18,102
Training and demonstrations	718	—	718	718	708
Research libraries	5,744	—	5,744	5,744	5,675
Library literacy programs	4,787	—	4,787	4,787	4,730
College library technology	3,990	—	3,800	3,990	3,851
TOTAL	**135,089**	**76,000**	**142,644**	**135,089**	**137,909**
PAYMENTS TO SPECIAL INSTITUTIONS					
American Printing House for the Blind	5,266	5,381	5,381	5,400	5,335
National Technical Institute for the Deaf	31,594	33,031	33,231	33,031	33,326
Gallaudet University	62,195	63,463	66,800	65,000	65,998
Howard University	172,203	175,647	180,647	176,147	178,479
TOTAL	**271,258**	**278,022**	**286,558**	**279,578**	**283,632**
DEPARTMENTAL MANAGEMENT					
Program Administration[4]	241,028	248,849	248,849	256,800	256,497
Office for Civil Rights	40,530	41,341	41,341	41,301	40,848
Office of the Inspector General	17,580	17,911	17,911	18,400	18,176
TOTAL	**299,118**	**308,101**	**308,101**	**316,341**	**314,521**
TOTAL, EDUCATION DEPARTMENT	**$20,240,881**	**$21,084,423**	**$21,948,905**	**$21,756,345**	**$21,734,362**
EARLY-CHILDHOOD PROGRAMS[5]					
Head Start	1,208,324	1,208,324	1,250,000	1,250,000	1,235,000
Comprehensive child-development centers	N/A	—	20,000	20,000	19,760
JOB TRAINING PARTNERSHIP ACT[6]					
Summer youth programs	718,050	718,050	718,050	718,050	709,433
Job corps	716,135	710,631	763,631	736,135	741,825
INDIAN EDUCATION[7]					
Education Department programs	66,300	67,653	68,153	72,297	71,800
Bureau of Indian Affairs programs, including B.I.A. schools	238,434	264,644	269,774	286,702	289,400
NATIONAL SCIENCE FOUNDATION[8]					
Science and engineering education	139,200	156,000	171,000	156,000	171,000
ASBESTOS ABATEMENT[9]					
(Environmental Protection Agency)	40,000	—	65,000	40,000	47,000

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